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By - Johnson, Eugene I.

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This paper on innovations in public affairs education begins by enumerating some of the newer available means of communication--slow-scan television, computers, tape recordings, games and models, telephone instruction, multiple channel FM radio, libraries of tapes and slides--and discusses proposals to interconnect educational television facilities. It also describes eight programs, existing or planned, of public affairs education or paramedical training in the United States and Canada (Twin Cities Town Meeting, Great Decisions, Metroplex Assembly in St. Louis, CBC Cross-Country Checkup, a CBS news discussion in depth series, and training at Wake Forest College, the University of Wisconsin, and the University of California Medical Center in San Francisco). Finally, questions are raised as to why formal educational institutions are so little involved in the field of public affairs education, whether there is a need for a coordinated national approach to the education of the American public on public issues, and what additional educational services are necessary to transform a broadcast into an educational experience. (ly)

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THE NEW MEDIA IN PUBLIC AFFAIRS EDUCATION

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Prepared for
The Task Force on Innovation
in Public Affairs Education

Eugene I. Johnson

THE NEW MEDIA IN PUBLIC AFFAIRS EDUCATION

What will be the state of public affairs education in the United States in the year 1976 - less than a decade off - when the country celebrates its 200th birthday? Or in the year 2000 when, we are told, the population will pass the 300 million mark? Will there be cause for rejoicing on either of those milestones over the role public affairs education has played in the state of the Nation?

While the present state of education in this field is hardly encouraging, the future prospects, with awakened leadership, seem brighter. There is no need to restate here the limited extend of present ventures of adult education in public affairs; one can assume the inadequacy of the present situation is reasonably well-known or this Task Force would not exist. A more fruitful purpose than lamentation for this paper is to assess the significance of some current developments in the use of communications media that hold promise for the future; for a primary concern of the Task Force is to bring some order into our thinking about the

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problem in order that the impressive new technological developments and changes currently underway in relationships among diverse institutions of our society can be set in a context of aim and purpose.

We stand, obviously, on the threshold of dramatic changes in the quality, thrust and impact of educational activities for adults. The question is whether we can understand and help direct the changes with both conscience and conscious purpose.

This first paper for the Task Force presents a brief inventory of some of the newer means of communication at our disposal in that effort. It describes several programs in which the new technologies are currently in use or planning well underway. Finally, the paper raises some questions that will be central to any effort to expand and improve public affairs education in a major way.

Because this is the first paper, however, there are certain questions that we should settle at the outset.

Public Affairs

We attempt here no exhaustive cataloging of the issues and problems that confront us as a people. Nationally and in every

community and region, the necessity confronts us all to understand and to make choices among complex alternatives and to establish priorities among them. Public affairs exist whenever a number of people are affected by the same condition and seek through persuasion, choice, or such means as the ballot to agree on a common course of action. Thus public affairs include the removal of snow from the roads of a metropolitan area, efforts to eliminate racial injustice, and international negotiations to stop the proliferation of nuclear weapons. Do we need any more by way of definition?

A point of view

If the present state of adult education in the realm of public affairs provides no cause for rejoicing, at least the possibility of a brighter future exists. We cannot tell until we have tried. Max Ways, writing in the January 1967 issue of Fortune magazine, stated the point of view quite well, probably not realizing that he was furnishing a possible creed for public affairs educators in so doing. He said:

> By 1977, the United States should understand more clearly that its highest satisfactions are derived from the way we go about forming our choices and organizing our action, a way that stresses persuasion over force and arbitrary authority, a way that extends to more and more men shares of responsibility for the future. By 1977, it may be clearer that we

> are not just pursuing a material "more"; that what matters to us is how we formulate our goals and how well we pursue them; that in world progress as in another, the destination is inseparably bound up with the way.

Ways is among the growing number of planners, educators, economists, systems engineers - sometimes labelled "the futurists" - who agree essentially that the United States now possesses the means to plan for the future with a degree of accuracy and confidence that was impossible and not even anticipated a generation ago. The new technologies at our disposal - both the hardware of the computer world and the software of programming the growing interdependence of our institutions to keep them vital forces in a complex world - hold the promise of a more exciting and abundant life than any generation, any society, has ever known. Public affairs education in the future, although it may not be called that, will surely concern itself with both the organization of the alternatives and the stimulation of widespread public discussion in choosing among them.

Examples of Communications Media

With this much of an introduction, let us now turn to the communications media. This section is largely a listing of newer developments with some indication of their current and potential usefulness in public affairs education. The number and range of

communications media available to the adult educator is long and impressive. Many of them are part of our inheritance from past generations; others are as new as tomorrow. Some of them are best used separately, while others are most effective when used in combination. Before turning to some program descriptions that illustrate the media in use, let us first briefly identify them.

Printed media - newspapers, magazines, books, pamphlets.

While the general forms of these have been with us for many years, new magazines keep appearing and long established ones are dying. Marshall McLuhan believes that the circulation of certain kinds of magazines - particularly the news magazines - have benefited enormously from the development of television. He argues that the "news magazines are preeminently mosaic in form, offering not windows on the world like the old picture magazines, but presenting corporate images of society in action. . . The TV habit of involvement in mosaic image has greatly strengthened the appeal of the news magazines, but at the same time has diminished the appeal of the older pictorial feature magazines." He points to an otherwise unexplained doubling of the circulation of Newsweek and Time as proof of his point.

The New York Times and Time magazine are among the newspapers and magazines that now offer packages of materials for study groups. Designed for classroom use, they are equally useful for adult groups. Each of these packages contains materials on essentially one topic, such as water pollution. The packages can be used as complete study programs in themselves or combined with television or radio offerings. In the latter case, however, the responsibility for relating the study packets to the radio or television programs in an effective educational experience would lie with the adult educators seeking to bring them together.

Broadcast media - radio and television

The major uses of the broadcast media for public affairs education are suggested by the program descriptions that follow in the next section of this paper; most of the programs described employ radio or television in some form and several of them use both.

The newer developments selected for inclusion in this inventory are:

Slow-scan television

Multiple channel FM radio (Multiplex)

Proposals to interconnect ETV channels

The broadcast media can be used, as noted earlier, with the computer. The telephone may be introduced and the printed media play important roles. Playbacks of radio or television programs through recorders are discussed below.

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Slow-scan television. Slow-scan refers to a process whereby single pictures or "snapshots" are transmitted rather than moving pictures. This is the process by which satellites transmit pictures of the moon to earth. In earthbound activity, however, television cameras may transmit their snapshots over ordinary telephone wires, at great savings in money, rather than coaxial or microwave relay systems. Special receivers store the pictures and release them approximately eight minutes later. The Medical Communications Center at the University of Wisconsin plans to add slow-scan to its other media to diversify its approach to educational programming.

As far as is known, slow-scan has not yet been used by any academic institution. Its use to date has been by x-ray technicians to examine x-rays transmitted from a distance via telephone line.

While considerably less expensive than open or closed circuit equipment, a slow-scan receiver still costs in the neighbor-

hood of 15 to 20 thousand dollars. It is not, for that reason, practical for individual home use It is, however, a device that could be usefully employed in schools, libraries, universitites, club houses, community centers, and other places where numbers of people might come for individual study or discussion in small groups. It is generally less expensive than television at any distance over one mile, according to ITT who manufactures a system called VIDEX.

Its potential use depends, of course, on an agency that includes public affairs programming within its scope of activities. The University of Wisconsin, as noted, plans to include slow-scan television in its program of continuing medical education. Some agency with a similar commitment to public affairs education is essential if this new variation on television is to take its place in a program to educate big numbers of people about public affairs.

FM multiple channel broadcasting. Known as multiplex, this technological development promises to revolutionize FM radio broadcasting. Essentially, it enables a station to serve several different audiences simultaneously over the same wave length by introducing sub-carriers. The International Correspondence Schools in Philadelphia, for example, plan to introduce multiplex as part of a broader educational program through which to

THE NEW MEDIA IN PUBLIC AFFAIRS EDUCATION

By
Eugene I. Johnson

reach students enrolled for a number of different courses by correspondence.

A recent Comment filed by the National Association of Educational Broadcasters (NAEB) with the FCC contained a review of plans of NAEB member FM radio stations in almost every state in the Union to introduce multiplex in order to diversify their offerings and reach an increased number of specialized audiences. Through multiplex, the cost of reaching small audiences will drop sharply. In this way, special broadcasts to residents of homes for older people, prison inmates, forest rangers, and other groups isolated for various reasons are possible.

The range of audiences for which planning is underway is varied and impressive. In Wisconsin, the focus is primarily on serving professional groups through the University's extensive communication center. In Tennessee, a library plans to combine television and multiplex radio to reach large numbers of disadvantaged with special programs to upgrade their skills. KUSD in South Dakota plans special services to farmers. In St. Louis, Missour, KATZ (a commercial AM station) plans to introduce a nonprofit educational FM station to program directly for large Negro audiences; multiplex looms large in their thinking. For example, KATZ hopes to beam programs to different housing projects scattered throughout the city.

Proposals to interconnect facilities. Two significant proposals to strengthen the non-commercial television field greatly are currently before the country. The first is the proposal made by the Ford Foundation for a communications satellite whose use would be restricted to carrying TV channels. Ford suggests that the satellite service both commercial and ETV stations. The revenues from the commercial channels of the satellite would be used to create a program production fund for non-commercial broadcasting. The potential revenue from this arrangement has been estimated at 40 million dollars a year.

An extensive study carried on with a grant from the Carnegie Corporation was released in late January and published in paperback by Bantam Books. This report calls for government grants through the Department of Health, Education and Welfare to link the educational stations of the country together by conventional means, i.e., coaxial cable or microwave relay. The report calls for the chartering by Congress of a Public Television Corporation that would administer a program production fund created by an excise tax on all television sets manufactured in the United States. The production needs for Public Television are estimated at 100 million dollars a year. In commenting on the Ford Foundation proposal, the Carnegie Commission suggested that the excise tax be adjusted to make up

the difference between the income from fees charged commercial users of the communications satellite and the goal of 100 million dollars, in the event the communications satellite proposal should be adopted.

President Johnson, in a special message to Congress on February 27, 1967, called for the creation of a Public Television Corporation but did not ask for the passage of an excise tax. He did suggest a direct appropriation by Congress of nine million dollars for the first year of the Corporation's existence. Senator Warren Magnusen (D.,Washington) has introduced a bill into the Senate incorporating most of these suggestions. As of April 20, it appears that the bill to create the Corporation will pass but early passage of an excise tax seems unlikely.

These proposáls are significant not only because they call for interconnecting the ETV stations of the country in an effective national network and providing funds for more adequate programs, but also because of the attention given to public affairs, especially in the Carnegie Commission report. The Magnusen bill would provide the first actual federal support for television broadcasts in interest areas including public policy. It seeks to place a buffer between the political winds that may blow in Congress at any one moment and the administration of the

Public Television Corporation by creating a high level, unimpeachable board of directors for the Corporation; this board would pass judgment on program areas and approve allocations of funds.

Educational communications systems. In addition to the many efforts underway to interconnect radio or television stations into state, regional, and national networks, considerable attention has been given to the possibility of interconnecting universities and other educational resources into information systems.

Perhaps the most extensive of these studies was conducted by NAEB under a research contract with the U.S.Office of Education and released late last year. The NAEB study developed three models of educational communications systems:

1. An interstate model based on the Big Ten universities plus the University of Chicago. This model is a mixture of public and private institutions of higher education scattered throughout the mid-West.

2. An intrastate model using the higher education system of the State of Oregon as the base. The Oregon system is noteworthy because the administrative relationships for such a system already exist and the state has made notable progress in interconnecting its educational radio and television facilities as well.

3. An educational resources study, based in New York City and drawing on the resources of universities and quasi-educational agencies from Boston to Washington, D.C. such as libraries, information centers and other public and private information agencies.

The Center for Instructional Communications at Syracuse University has designed a prototype computerized film library network for New York State. According to David D. Cram, writing in Educational Screen, the computer is used as the booking agent for six Board of Cooperative Educational Service libraries and the Syracuse Film Rental Library. All stations are interconnected with the Syracuse 360/50 computer by teletype, and turnaround time for booking is estimated at seven seconds.

While these models have yet to be put into operation, they have taken the Nation a long way toward a realistic understanding of the route we must travel to interconnect the educational resources of the country.

Video-tape recorders

While recorders for magnetic tape have long been widely used in educational programming, the use of video-tape has, until recently, been limited almost entirely to the world of sports. Now it is finding its way into medical education, management training, sensitivity training conducted by the National Training Laboratories and, as an essential machine, into study carrels.

Magnetic tape recorders

These recorders have recently been mounted on automobiles of car rental agencies in Los Angeles to provide visitors with a self-guided tour of the city as well as simple directions for getting around. The Canadian Association for Adult Education is seeking to develop the same idea - recorders mounted in automobiles - for a more serious purpose. The Canadians hope to develop a practical plan whereby a major oil distributor (at any of its stations) will rent to drivers tapes on the history, economy, politics, and culture of areas through which they plan to travel. The driver will be able to turn the tape in at another station of the same company on arrival at his destination.

The telephone

Certainly one of the most versatile of the media, the telephone plays a role in a wide range of programs for adults today. The telephone conference is well-known in educational as well as business circles. Almost as well-known is the telelecture, devised by Michael Bellis when he was at the University of Omaha less than a decade ago. In this simple arrangement, with many variations, speakers who cannot travel in person to address an audience may do so by telephone and then answer questions submitted in the same way. The audience can hear both the

lecture and the questions by an inexpensive cut-in and amplifying system. Telephones are used to provide easy access to recorded information - the time, weather, prayers, airplane schedules, and medical information stored in tape libraries (as at the University of Wisconsin's Medical Communications Center.) James Goddard, Director of the Pure Food and Drug Administration, has proposed a national telephone service for doctors in order to make information readily available about the long list of new drugs and their uses and side effects.

Originating in a desire to help homebound children keep up with their classmates, the telephone company has designed several other systems useful to adult education. One of these - with obvious values for adult education - is the telephone classroom, an arrangement which permits a bedridden youngster (in home, hospital or elsewhere) to hear what is going on in the classroom and to ask questions by means of a two-way communication system based on the telephone and an amplifying device. The teacher can talk to the student in his home and take questions from him as if he were in class. There is no theoretical limit on the number of students who could participate; presumably in cases of extremely bad weather or an epidemic of contagious disease, the teacher could assemble her entire class by telephone. However, the quality and volume of the sound drops

with each additional outlet and beyond 18 to 20 outlets, transformers and additional amplifying equipment are necessary to interconnect the pupils. These measures, of course, send costs soaring.

This system, particularly in combination with radio, has obvious advantages for such purposes as civil defense or other emergency situations. For normal public affairs education, it should be possible for a teacher on any public affairs program to "meet his class" and avoid driving long distances, parking, and all the other problems that adults cite as limiting their participation in educational activities that require gathering at some central point. By adding as resource persons, government officials, newscasters, and others who might participate in a class in this manner, the advantages over conventional methods could mount rapidly. Furthermore, the enterprising teacher who first attempts this might find that adults are more than willing to pay something extra in order to avoid extra driving, parking, and bad weather, fatigue and other limiting circumstances.

Telephones have also been used in combination with both radio and television. The open-line program, known in many cities in the United States, has been adapted by the Canadian Broadcasting Corporation and the Canadian Association for Adult Education to educational purposes in its Cross-Country Checkup (see program description in following section.)

Tape/Slide Libraries

Among the more interesting additions to tape/slide libraries are several that eliminate the need for special training in order to operate slide projectors or tape recorders. "Single-concept" filmstrips have been developed in several fields - medicine, agriculture, for example - that focus, as their names imply, on a single idea or feature. These are encased in cartridges that anyone can insert into a projector, either a portable one or one mounted for projection onto a fixed screen. Such projectors are a useful addition to study carrels, although many pieces of equipment are light and are therefore also easily transported for use in other learning situations.

The advantage of this equipment obviously lies in flexibility, bypassing the need for trained manpower and enabling the individual student to play visual or aural cartridges at his own convenience. Films of this type, developed (for example) around major concepts in the field of foreign aid would be most useful in developing understanding of the relationship between modern farm machinery and food production in under-developed countries and other key concepts.

Games and Models

These devices have been included as communications media because they are extensions of man and designed essentially to facilitate improved communication on complex situations.

Games: The word "games" here really refers to simulation -- a structured extension of role playing - rather carefully developed to enable groups to test several alternative choices of action. Games of this type have been used for a decade in schools of business but are only now spreading to such other university units as social science classes. The National 4-H Center in Washington uses games to help young people see the workings of the legislative process in both state legislatures and the national Congress. The Foreign Service Institute finds games useful in helping career foreign service personnel test out the probable consequences of different ways of handling issues in foreign policy. In business, games are used, for example, to develop sensitivity to customer reaction to different sales approaches. The Foreign Policy Association has commissioned a Cambridge, Massachusetts, firm to devise a game for high school students and for adult study groups in foreign policy.

Another kind of game (not a "simulation") is the National Driver's Test, broadcast by CBS last year (1966). This was a

"game" rather than a test because it involved individual watchers in the process of comparing themselves to a small group previously selected and tested. Its value lay in the contribution it made to creating a climate of greater awareness of the problem of safety on the highways. Furthermore, it involved the individual in an analysis of his own driving habits.

Models: As used here, models are mathematical formulations of relationships and hypotheses. They are often used in long-range planning. An excellent example is a Model of Metropolis developed by The Rand Corporation for the Pittsburgh Regional Planning Association. The advantage of this model over normal ad hoc planning procedures lies in the fact that planners can deal simultaneously with complex variables that need to be seen in terms of their interrelationships as well as separately. The computer is essential to the construction of this kind of model because it can hold more variables than the human mind, even the keenest of which can handle at one time less than a dozen variables. By postulating various relationships among population trends, traffic patterns, economic factors, etc., the model enables planners (and, hopefully, all intelligent adults) to see the consequences of possible decisions before they are made. Presumably, the planners will make wiser decisions with the help of models, but these decisions rest on value choices which should be the product of extensive discussion by the public.

Computers

Any really adequate treatment of the computer in public affairs education lies outside the scope of this paper. However, we would do well to recognize that computers are having an impact on information processing not unlike the impact of the steam engine on the manufacturing world of a century ago. While it is easy to say that the computer is merely an information processing machine - that it has an input which may combine with previous input stored in the computer's memory and an output - this description does not even suggest the real revolutionary character of the computer.

It is fast - at least a million times as fast as humans in computing operations. It can handle an enormous number of variables and, assuming it has been properly programmed, it can relate these variables to each other for various purposes. It can link other electronic devices - telephones, television, radio, teletypewriters, and other computers - to each other to perform an almost infinite number of tasks.

Computer technology changes rapidly. In 1950, there were only 10 or 15 computers in use in the entire country. Today there are 35,000 and it is estimated this number will reach 85,000 by 1976, representing an investment of 30 billion dollars. Furthermore, computers are becoming faster. A task that the computer of 1950 spent an hour on can be accomplished by today's computers in half of one second!

Computer enthusiasts insist that because of the speed, universality, and capacity of the computer, it can be used to foster diversity and individuality in contrast to the mass production - the uniformity and conformity that have become the order of the day.

In addition to the election night returns, through which most of us have become aware of the computer's awesome potential, it can project long-range trends and interrelate them so that policy planners can examine the consequences of several alternatives before taking action that may be both unfortunate and irreversible (see comment under "Games" on page 19). The computers can perform a long list of other kinds of tasks.

In addition to the uses of computers that educators have in common with business, government, and military installations, the fact that computers can be interconnected with other electronic devices makes them especially appealing - potentially, at least - to educators. They can be tied to television, radio, telephone, teletype, cameras, and other devices to store and play back information on request and in various combinations. Computer-assisted instruction, while not yet commonplace in the Nation's schools and colleges, is certainly on the way.

The science and art of programming is equally as important as the speed and memory capacity of the computer. It is likely

that this aspect of the computer movement will see the most radical development by 1976; for the computer can perform no better than its programming allows.

Behind the art of programming still stands the question of purpose. For what purposes are these powerful machines to be employed? One is reminded of a metropolitan data processing center established in the early sixties to serve five medium-sized metropolitan areas. This center was to collect data of many different kinds that would enable the policy makers in these five areas to engage in better planning. The project has now been largely abandoned, chiefly, it would appear, because of the lack of a framework of purpose and policy that could give the computer's amazing capacity the kinds of programming best suited to intelligent decision-making. An intelligence system is essential to the successful use of an information system.

One kind of long-range development - not likely by 1976 but possibly by the turn of the century - is the public utility computer. In such a system, a public utility would be licensed to provide access to a computer from every home. The computer might conceivably be connected with the telephone or other special devices to enable the householder to store information important to him, as well as drawing on the information stored in

the computer from other sources, in making his choice of a new car, routes for long-distance travel, or choice of courses available to him for his self-education. In the realm of public affairs, such a computer would enable households to record their reactions to public policy, obtain more information about the voting record and points of view of candidates and other matters.

While the temptation to continue this comment about the computer is strong, we shall resist it in the interest of a separate paper at a later date.

This brief inventory of the communications media, some of the uses to which they are being put, and their relation to new societal conditions and forms should help us now to examine some program descriptions in which these media are used in relation to each other.

Program Descriptions

This section presents some programs in which the various media are currently in use - or will be in the near future. All of the programs have been selected because they seem genuinely innovative in their uses of media. Individual programs have been chosen not necessarily because they are the best in public affairs education but because they suggest the power of the media under skilled direction and with adequate support. Not all the

cases have been taken from public affairs education; several, indeed, come from medical and health education where much innovation is taking place.

Following these program descriptions, there appear some questions which those persons interested in public affairs education face in considering how to increase the effectiveness of public affairs education.

Twin Cities Town Meeting (Minneapolis-St. Paul, Minnesota)

A program that successfully combines radio and television broadcasts, public forums, reading materials, newsletters and programs tailored for various clubs and organizations is currently underway in the Twin Cities area of Minnesota. Known as the Town Meeting for the Twin Cities, the current program is a continuation of a test project conducted in November 1966; the November test, in turn, followed three years of effort in various communities in Minnesota and the Dakotas to generate more widespread discussion of community and other public issues among the citizens. The sponsors claim direct involvement of over 20 thousand persons in the November 1966 program and are, in general, highly pleased with the result.

Sponsorship: The chief policy group for the Twin Cities program is an ad hoc Town Meeting Committee on which are represented 18

institutions of higher education in the Twin Cities and Duluth, backed by a staff of three full-time professionals. In early April, representatives of communities from five states (Minnesota, Iowa, Wisconsin and North and South Dakota) gathered in St. Paul and elected a Town Meeting Council to guide further development on a regional basis.

Funds: Initial funds came from churches, business groups and civic organizations. Operating funds to produce television programs and appropriate supporting services for the November 1966 series came from a Federal Grant from Title I of the Higher Education Act of 1965. A second Title I grant supports the present effort in the Twin Cities. The first grant was in the amount of $57 thousand and the second, $41 thousand. The extent of additional financing from other sources is not known although the literature hints that local organizations collectively match the Title I grant. An ingenious volunteer form records contributions of time and skill. The Title I funds are administered for the Academic Town Meeting Committee by Augsburg College through its Social Science Research Center. A drive for funds to support a three-year program on a regional basis is just getting underway.

Participating Institutions:

(1) The 18 institutions of higher education (public and private) in the Twin Cities and Duluth, Minnesota.

(2) Three television stations (all ETV, VHF stations), one each in the Twin Cities, Duluth, and Appleton, Minnesota. These stations may carry the same programs as well as originating their own.

(3) Ten radio stations.

(4) Community organizations, book stores, and churches (number not known).

Essential elements of the current program:

(1) A monthly, hour-long documentary program for television on a single issue. This is taped and made available for playback on other television stations and to various groups at other times.

(2) Separate programs produced by 10 different radio stations; these are offered to enrich the total package.

(3) Discussion groups, meeting in homes, churches, and elsewhere. These are not tied directly to the TV programs but base their discussions on a variety of materials. In the Twin Cities, one radio station features a weekly "feedback" program during which individuals may call in questions or comments.

(4) Publicity in the newspapers, particularly listings of TV and radio programs; also open public meetings around the region.

(5) A monthly newsletter to keep all interested persons informed.

(6) An Opinion Reaction Card. This is a simple, ingenious IBM card so developed as to permit tabulation by machine. Appropriate responses are punched out by the individual and the card returned to a central place.

Results of the November 1966 program:

1. 175 briefing and preparation sessions involving over 12,000 persons
2. 500 discussion leaders trained.
3. 195 showings of the Town Meeting Film, "Who Cares About the City?"
4. 60 half-hour TV programs produced.
5. 45 radio programs produced.
6. 73,000 brochures distributed.
7. 15,000 study booklets distributed.
8. 100,000 self-punch IBM cards distributed; as of April 1, approximately 4000 had been returned.
9. 27 film showings for discussions in local theatres.
10. Over 50 private film showings with discussions.

11. 20 neighborhood Town Meetings organized.

12. 103 hours of radio and television programming on 13 local stations.

13. Over 90 news stories and announcements of Town Meeting activities in the local press.

Future plans:

As noted earlier, this program is currently seeking financing on a three-year basis and expects to extend from the Twin Cities to other communities in the mid-West.

Comment: Of all the programs designed to stimulate public discussion currently underway, this is the most extensive and carefully conceived effort. It differs from the earlier St. Louis, Missouri, program entitled Metroplex Assembly (which I directed through Washington University's Civic Education Center) in two significant ways:

1. The mass media are infrequently used for feedback; there is no direct tie-in of discussion groups with the television broadcast, although separate radio programs have carried programs featuring questions submitted by discussion groups and individual listeners.
2. While briefing sessions and training sessions for discussion leaders are conducted, there is apparently no direct staff contact with the discussion groups and no pattern of follow-up services.

The annual budget for the Town Meeting will be approximately $125 thousand. (The St. Louis Metroplex budget ran to approximately $50 thousand a year.)

This program is similar in format and variety to the most successful Great Decisions program. It is a program that the Task Force should follow with great interest.

Paramedical Training Program (Winston-Salem, North Carolina)

Bowman Gray is the Medical School of Wake Forest College. Located in Winston-Salem, North Carolina, it forms, together with North Carolina Baptist Hospital, one medical complex or center. This center is currently constructing an experimental building to house a special, bold program to improve the training of various specialties that support the medical profession and to provide career development ladders for personnel in the health field. A capsule report on this program is included here because of the nature of the facility and the concepts behind it which go beyond anything I have encountered to train and support specialists in the field of public affairs education. There is nothing inherent in the differences between public health and public affairs that would preclude the use of these kinds of concepts - and the resulting facility - in the field of public affairs education.

General Statement. This medical center currently trains, in different physical locations and with different supervising personnel, nine kinds of specialists that support the medical profession. As part of a general program of expansion and development, the Center proposes to bring these training programs together in one building, to develop a core faculty that uses concepts, vocabulary and frames of reference in similar ways, and to provide easily available opportunities for health personnel to continue their education in this field on an individual basis and under conditions that lead to the maximum of educational achievement and individual satisfaction. Plans for the building includes a conventional medical library, an adjacent audio-visual facility and learning carrels where individuals may pursue their education at times and at a tempo suited to them but with maximum access to educational materials and knowledge.

The computer is to be the central storage unit; access to the computer knowledge will be through video-tape viewers and other playback machines located in each carrel. The student, under the direction of a member of the core faculty, will select those areas of knowledge (anatomy, hospital organization, etc.) about which he needs greater information in order to have a new level of competence in his specialty or to shift to another specialty.

Cost: The North Carolina facility, aside from construction and equipment costs, is budgeted for $90,000 a year. It is estimated that a facility for specialists in public affairs education could be operated for $50,000 a year. Since other details are not relevant to the public affairs interest, we shall delete them from this summary.

Comment: What relevance does a special facility of this kind have for public affairs generally? There are two ways of looking at that question:

One is in terms of those individuals who organize, conduct, or develop materials for programs of public affairs education. This group includes teachers, newspaper publishers, editors, television producers, newscasters, and others.

The second group consists of all interested individuals who would have any valid reason for access to a fairly expensive facility or who would be willing to pay a few dollars to underwrite the cost. In either case, a facility ought to provide these functions:

1. Making background information and source documents much more quickly available than newspaper or magazine morgues currently can.

2. Cross-referencing materials and sources of additional information that cannot be quickly supplied by current storage means or can be supplied only at prohibitive costs; the computer could cross-reference these rapidly and enable the researcher (program scripter) to give a much broader picture of the inter-relationships that exist on most programs than he could in currently available ways.
3. Playing back significant material stored in the memory of the computer. Playback means could include the magnetic tape recorder, video-tape recorder, slow-scan television, or other means.
4. Communicating with distant points that can supply additional information, opinions, etc.
5. Originating material for inclusion in mass media programs addressed to various groups or to the general public.

Location of such a facility. In the North Carolina programs, the facility will be located adjacent to the Medical School's library. In other instances, if this facility were available to public affairs specialists, it could be located close to the library of a university or a public library system. The critical item is not whether the idea is practical in terms of

cost, self-image of libraries, etc., but whether, if available, it would offer a service of sufficient quality and value to attract enough potential users. If so, the means to finance it can surely be found. Imagination is the key ingredient here.

Great Decisions (Foreign Policy Association)

This is a program, operated once a year for the past 13 years by the Foreign Policy Association, a private, not-for-profit educational corporation. Great Decisions annually selects eight major issues in foreign policy confronting the U.S. and attempts to involve the maximum number of people in discussing them. While the program varies from state to state and city to city, its central feature is the use of study-discussion materials, prepared by FPA, in small, self-organized discussion groups of approximately 15 persons each.

Sponsorship: Nationally by the Foreign Policy Association. Regionally, FPA offices in Atlanta, Georgia, New York City, Boulder, Colorado, and Berkeley, California, arrange co-sponsorship with many different kinds of cooperating institutions. These include the public schools, libraries, independent Great Decisions Committees, universities and colleges, Cooperative Extension, World Affairs Councils, adult education councils, churches, and many others.

Essential Elements: (1) A discussion booklet, with one section for each "Great Decision," (2) discussion guides and other materials in organizing kits, (3) bibliographies, and (4) support from the national mass media (weekly articles distributed to newspapers by United Press International, Chicago Daily News and FPA; weekly TV programs distributed by NET; and weekly radio programs produced by Wayne State University and distributed by Mutual Broadcasting System)

Local cooperating groups have often added their own television or radio programs, films, public meetings or forums with name speakers. Many groups attempt to provide feedback through an "opinion ballot" individually filled out by each participant, then collected and tabulated by local groups. The tabulations are then sent to the State Department and Congress. A special program extends Great Decisions into the schools.

Comments: This is one of the best known, widely respected continuing programs in public affairs that is national in scope. It engages perhaps 100,000 adults and 300,000 high school students directly in study and discussion (in groups or classes) and some millions through the mass media. This impressive record has been achieved despite the fact that foreign affairs is a difficult area in which to program for mass education. Because of historic factors, many Americans tend to ignore this field; in addition, it is difficult to establish any direct con-

nection between the opinions of the individual and the actions of public officials in the area under discussion. The opinion ballot is an attempt to close this communication gap. In its pattern of operation - a core of materials centrally produced but with operation decentralized - FPA is surely in step with the future.

In addition to its Great Decisions program, FPA has scored a number of other successes in the mass media field. It has cooperated with both NBC and ABC to encourage the widest possible viewing and discussing of documentaries in the foreign affairs field. For example, FPA produced and distributed study materials to accompany NBC's White Paper on "Nuclear Proliferation." By using the extensive network of relationships built up for the Great Decisions program, it is possible to focus considerable attention on specific documentaries produced by the commercial networks.

Television and Radio in an Extended Hospital Training Program
(University of California Medical Center, San Francisco)

The University of California Medical Center in San Francisco is involved in a three-year program to test the value of providing training opportunities for personnel of 77 hospitals in the San Francisco Bay area, the rest of Northern California,

Southern Oregon, and Western Nevada. Most of these hospitals have been served in the past by radio programs originating with the Medical Center; hence, there exist strong patterns of co-operation among them. This new program will introduce television in three ways: (1) closed circuit broadcasts to a small number of hospitals in the Bay Area tied together in a closed circuit system; (2) open circuit broadcasts for hospitals in the receiving radius of KQED (The Bay Area's educational station); and (3) video-tape service to the remaining hospitals. Regardless of the broadcast method, the University provides staff services to help each of the hospitals work out appropriate educational procedures for making the best use of the broadcasts in its own training program. Fifteen of the hospitals have been selected for intensive study as part of an unusually promising evaluation study. Both the broadcasts and the evaluation are supported by a grant from the Public Health Service. In this study of innovation, we are concerned primarily with the significance of the approach to <u>evaluation</u>.

Briefly, the evaluation plan is to follow developments in three groups of five hospitals each. One group will receive only radio broadcasts, the other only television, and the third neither. However, the plan is not to measure such factors as arise in the information level, increase in understanding, or a

change of attitude of hospital personnel, but to discover changes in the operating practices of the hospitals in which these staff members are employed. The procedure is to involve the hospitals and the staff members in the program by (1) inviting 15 hospitals to join one of the control groups; (2) providing practical means for staff members in the groups using television and radio to submit, at the end of a course offered via radio or television, specific changes they would introduce in the routine or management of the hospital based on information or new insights resulting from their participation in the program. A year after these recommendations from staff members have been submitted to the hospital management, a professional survey firm will study the hospitals to determine the extent to which recommendations made the previous year have been accepted and implemented and the reasons for so doing. In this way, the evaluation will focus on the entire hospital and not just on the individual participant.

Sponsorship: University of California Medical Center in San Francisco. Despite its name, this is an independent campus of the University of California and not a unit of the Medical School at another campus. The participating hospitals are public and private, teaching and community and vary in size from large metropolitan ones of close to 1000 beds to smaller ones with as few as 40-50 beds.

Comment: The relevance of this program to public affairs education is two-fold: (1) it provides another example of the extent to which institutions with different administrative and social systems can be linked electronically for educational purposes; (2) more uniquely, the approach to evaluation is one of the few examples in any field in which the actual social system in which the "student" works is the subject of evaluation and examination rather than the individual student himself. The evaluation approach is sound. The 15 hospitals have been selected; at this writing, initial studies of each of the 15 is underway; and the students are participating in the first round of television and radio courses.

A parallel approach in the public affairs field might be to select individuals in five different cities who are, perhaps, members of citizen groups working on one of the many problems that seem common to cities these days - traffic, land use planning, pollution control, etc. - then to invite the cooperation of the municipalities and the agencies most directly concerned. The next step would be to exhort the citizens to follow the programs via the mass media on the problem area selected. Finally, the "students" might write out their recommendations. The "students" could be staff or board members of the affected agencies or citizens with an established commitment to civic improvement. The resulting study of their recommendations, a

year later could itself be first-rate educational programming for the other citizens of the same cities. This approach would require more active participation than those that rely on opinion ballots or other devices. This "task approach" requires the participants to follow study materials via the mass media, arrive at recommendations, and then conduct a self-assessment at a later date as to which recommendations have been implemented. The use of mass media merely makes for economy in the use of materials as well as facilitating secondary gains by exposing larger numbers of people to the same programs.

Cross-Country Checkup (Canadian Broadcasting Company, Montreal)

This program is an adaptation of the "open line" telephone technique, often used for entertainment or semi-serious purposes in communities in the United States and Canada. "Cross-country" is a serious attempt to employ this technique in public affairs education.

Sponsorship: Canadian Broadcasting Corporation and the Canadian Association for Adult Education.

Cost: Not known (budget will be determined, if possible). However, chief additional cost of this program is the long-distance telephone toll from any place in Canada to the CBC studios in Montreal. CBC invites listeners to call collect.

Essential elements: (1) Skillful moderator who must be, in the opinion of CAAE, cool and informed. Irrespective of other traits, listener identification with the moderator has to occur if the program is to succeed; (2) Avoidance of advance choice of topic.

While the topic must be in the realm of public affairs, the moderator may announce it or let it develop from comments of incoming callers. The same topic may carry over from week to week - consumer education, e.g., has been widely used; (3) Length of program: one hour(currently on Sundays from 6:00 - 7:00 p.m.); and (4) Avoidance of a "teaching situation." "Experts" must be either avoided or emerge naturally from the incoming callers. The program is deadly, CAAE asserts, when it becomes a question-and-answer session with the moderator rather than a number of people exchanging opinions.

Comment: The Canadians believe this two-year program has been very successful in helping to develop a sense of community across Canada's far-flung provinces on issues of genuine national importance. CAAE believes the drive to organize consumer-protection organizations can be traced to participation in this program; that is, someone stirred by a sense of the extent to which others shared dissatisfaction with the state of the consumers' world suggested a public meeting; this meeting and its results were discussed on the telephone-radio hookup and helped to create interest and provide a focus for organizing. The Canadians also believe that radio is much better than television for this purpose. When one person - the moderator - can be seen and the others not, it induces, they believe, an unfair advantage.

Discussion-in-Depth Program (National Council of Churches and associated groups)

This is an intensive effort projected for November 1967 to involve five million adults in discussions-in-depth about the impact of technology on human values. The attempt will focus on four programs in an ongoing television series known as "Look Up and Live" produced by CBS and originating from New York on Sunday mornings. Special arrangements to build local community programs, involving discussion groups, will be worked out with a number of national organizations.

Sponsorship: Currently, an ad hoc committee, including persons from the national staffs of YMCA, YWCA, AAUW, NCC, AEA, AARP (Association of Retired Persons), Council of National Organizations. Television production will be supported and lodged in CBS News.

Essential elements: (1) A series of four half-hour television programs on the theme of "The Need to Choose." While appearing within the framework of the "Look Up and Live" series, these four programs will have special production assistance and will stand apart as a separate series. CBS expects that upwards of 100 stations will carry the program. Local CBS affiliates may record the program and play it back at times

more in keeping with the desires of the local community; (2) "Discussion-focusers." These are short statements designed not so much to give background as to suggest the essential conflict of alternatives between which choices must be made; (3) Local sponsoring committees. The Association of Retired Persons has agreed to furnish initial leadership in convening ad hoc groups in key communities to work out details of local sponsorship; (4) Feedback arrangements will probably involve an IBM card arranged for self-punching (see description of the Minnesota card); and (5) Field services to assist local communities in organizing, conducting discussion training workshops and other services essential to the success of the project.

Comment: It is still too early to tell whether this project will actually materialize. Certainly there will be a series of television broadcasts on the subject of technology and human values. However, the massive and formidable problems of field work in organizing large communities lie ahead. The ability to do this work depends partly on securing financing for field work, and partly on the ability of an ad hoc group of national organizations to work together in a "non-organization." It is the most ambitious and yet, in many ways, the most realistic approach to the national scene yet attempted. Whether this project bears fruit in 1967 or not, something like it is certain to succeed in the future. When it does, we shall enter a new era in the linkage of education-communication systems to each other in a national design.

The University of Wisconsin

The University of Wisconsin has several different administrative units that make use of university-owned and operated communications media. One of these is the Medical Communications Center and another is the Articulated Instructional Media program (AIM). The former is directed by personnel of the Medical School and the latter is an operation of University Extension. Both of these units use the University's television (open and closed circuit) and FM radio, and ultimately may use a new telephone line - WATS (wide area telephone service) - leased from the telephone company on a yearly basis. Extension coordinates the use of different media operated by the University.

The Medical Communications Center employs the telephone for a monthly medical conference with hospitals around the state. A lecture is given to which personnel in all hospitals listen, and each hospital is then called in rotation with an opportunity to ask questions growing out of the lecture. FM radio broadcasts enable small or more distant hospitals to join the circuit and telephone in questions.

The AIM program uses radio, tapes, slides, and telephone in correspondence or home study. Individuals enrolled in different courses study printed materials, developed according to

programmed methods. They also may listen to lectures delivered by radio and telephone in questions to the instructor in charge of the course. The questions are recorded and the instructor replies in the most appropriate way - a return telephone call, a letter, or additional study materials. The University has plans to multiplex its FM radio so that a greater variety of program offerings can be broadcast at the same time.

Conclusions and Some Questions

This paper has looked briefly at new developments in the communications media as they may relate to public affairs education. No attempt was made to survey comprehensively the public affairs education programs of the major educational institutions of the country. Obviously the universities, public schools and libraries are conducting many more programs than a look at any of those involving communications media would reveal. Nonetheless, the communications media, particularly the mass media, represent our brightest hope for reaching, with an educational program, fairly large numbers of people, and this inquiry revealed that very little is going on under the auspices or with the support of educational agencies. Why is this so? What, if anything, should this country try to do about it? Before turning to these and related questions, it may be helpful to summarize the main trends discovered

1. The formal institutions of education - the universities, colleges, and public schools - do employ the new media in their educational programs, but seldom for continuing education and even less often for public affairs education. Such programs as the AIM Program of the University of Wisconsin, the Center for Instructional Communications at Syracuse University, and the Educasting Program of the International Correspondence Schools in Philadelphia are islands in a sea of conventional approaches. There are probably many reasons for this unhappy condition, and we shall consider them a little later.

2. Leadership in the use of the media is not coming from the formal educational institutions, at least as far as public affairs education is concerned, but from state and national organizations concerned either with a particular issue or the usefulness of a particular medium. Thus, the Foreign Policy Association stands almost alone as a national agency in providing a means whereby educational resources of many kinds around the country can be linked to each other in a concerted national attack on an area of critical importance - foreign policy. The National Council of Churches and church groups elsewhere (for example, the Town Meeting for the Twin Cities area of Minnesota) are providing leadership growing out of a concerned conscience for some of the sufferings of humanity. NET provided

a brief, but exciting, glimpse of what the future could be with its nationwide coverage of the President's State of the Union message in January.

State and regional networks are forming in the field of educational radio and television. In addition to the long-established tape networks of NAEB's radio division and NET, simultaneous viewing is now possible on the New England network of educational television stations and radio stations, and the new alliance in the mid-West of educational television stations. Excellent statewide systems also exist in Ohio, Wisconsin, California, and a few other states.

3. There is a paucity of resources available for public affairs education. While we have not attempted to make a summary of the financial and other resources available for public affairs broadcasting, it is obvious that this field does not enjoy the support that other areas of educational activity do. The Carnegie Commission called for 100 million dollars a year to support Public Television production. The extensive sums voted for the Public Health Service, for adult basic education, for vocational education, for example, stand in marked contrast to the virtual non-existence of public funds for public affairs education. While there are historic reasons for this, the net result has been to keep public affairs education at a minimal level of activity.

4. Information about new public affairs programs is not well known. Agencies that might profit from knowledge about new programs have limited access to such knowledge. The field of adult education, organized as it is around types of institutions, has not developed adequate means for collecting and disseminating widely information about new developments. (Hopefully, both the U. S. Office of Education and the Adult Education Association of the USA are beginning to give greater attention to this problem.)

Some Questions

If one attempts to bring some kind of order into an analysis of the reasons behind the limited activity in the field of public affairs education, such questions as the following emerge:

1. Why are the formal educational institutions so little involved in this kind of activity? Some possible reasons are these:

   a. Lack of funds. Most adult education activities of the formal institutions are required to be either self-supporting through fees or subsidized by one or more units of government. Public affairs educational programs seldom pay for themselves.

   b. A conviction that public affairs education on a massive scale is not in keeping with the "self

image" of the university or public school. To be sure, individual faculty members are often deeply involved in specific activities that touch on grave questions of public need and public policy, but the institutions have never given to any campaign of public education about air and water pollution, foreign aid, reapportionment, and similar topics the commitment they have given to the previously established educational programs of their institutions.

c. Fear of controversy. Many public issues divide communities and, while defending the right of individual faculty members to take a specific point of view, most institutions have preferred to keep officially out of areas of public affairs that engender conflict.

d. Lack of staff. For all of the foregoing reasons, the institutions have not added to or developed on their staffs the kinds of people who can bring bold and creative leadership to the task of public affairs education. By and large, personnel concerned

with continuing education reflect the established concerns and priorities of the institution they serve.

If the foregoing factors explain in part the limited role that the formal educational institutions play in public affairs education today, what of the future? What role could these institutions play? To what extent are they willing to do so? These are questions that the Task Force may wish to consider.

2. Is there a need for a coordinated national approach to the education of the American public on issues that are national or international in scope? The growth of state and regional systems in the media field, and the beginnings of electronic linkage among the resources of the colleges and universities (see the NAEB study on this, in particular) suggest that some kind of a national system in public affairs education may be required - a system that will link information distributing systems with educational activity in a way that has perhaps not even yet been conceived. Certainly President Johnson's recent proposals that Congress charter a new Corporation to administer a Public Television program suggests that official policy is leaning this way. How do the universities, the public schools, and

the libraries regard this development? Do they think it desirable to create among themselves improved mechanisms for linking together their separate efforts to do something about education in the field of foreign policy or civil rights or anything else? What kind of mechanism could best orchestrate the vast resources of the universities and public schools if they really decide that public affairs education is a major part of their total program?

If the Foreign Policy Association's Great Decisions program is already providing one example of a mechanism for linking together educational institutions in a common effort to educate the public, should this kind of program be strengthened and increased? Should it be extended to other issues of great concern? Why has there been no educational coordination in the civil rights field comparable to that among civil rights action groups? Is one needed? Would the existence of one have made any difference in the extent or influence of the so-called "backlash"?

3. Finally, what is our concept of education? Without quarreling over the value of the proposal for a Public Television Corporation, for example, much of the discussion in the report of the Carnegie Commission seems to equate education in the field of public affairs with the broadcasting of high quality programs. Do we accept that equation? If not, what additional educational services are necessary to transform a broad-

cast into an educational experience? What role do the universities and public schools see for themselves in providing these additional educational experiences? Do they believe anyone else should provide them - i.e., are those institutions willing to abdicate in favor of new institutions that might take on the challenge of public affairs education with greater vigor and commitment?

By now it is probably obvious that the main emphasis of this paper has shifted from an examination of the specific uses of new developments in the communications field to a look at the challenge of the task of public affairs education in the decades ahead. Does the Task Force believe it should try to come to grips with that question? If so, how can this best be accomplished?

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Eugene I. Johnson
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